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ABSTRACT

A design for bilingual/bicultural education should begin with the assumption that cultural, racial, and linguistic differences are an integral and positive part of American society. School districts that want federal assistance in bilingual/bicultural programs should be able to demonstrate a commitment to this philosophy. Program planners should anticipate variation not only among different ethnic groups, but also within any one group, such as differences in performance levels. Particular programs of bilingual/bicultural education, since they are targeted to a given group, should not be assumed to have generality across other ethnic groups. The training of bilingual/bicultural personnel involves capabilities not only for dealing with the primary languages of the children, evaluating their performance in both languages, and adapting teaching methods according to the children's background, but also for developing a range of insights regarding the children's cultural background. A vital component of any bilingual/bicultural program is the capability for self-evaluation. This design proposes that the logic of discrepancy analysis be applied so that programs can constantly be held accountable not only for the attainment of their stated objectives but also for their schedule for achieving them. No such evaluation can be carried out adequately without the participation of trained evaluators who by membership in the subcultural group will be its most accurate observers. (Author/KM)

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A DESIGN FOR BILINGUAL/BICULTURAL EDUCATION

A PROCESS FOR
CULTURAL PLURALISM

BY

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FOREWORD

The U. S. Office of Education invited a committee of nine people to Washington in March to respond to concerns raised by the Office of Management and Budget relative to Bilingual Education. Some of the concerns included:

- Philosophy or rationale for bilingual education
- Should bilingual education be limited to primary, elementary or should it be extended through the twelve grades?
- Should the program be funded for two years only, or should it go on indefinitely?
- Should it be treated as a basic reform program, a compensatory program, or a basic support?
- What recommendations should be made for implementation?
- Should bilingual education models be funded?
- What about regionalization?
- How should bilingual education programs be evaluated?

This paper represents the committee's thinking relative to bilingual education and summarizes their recommendations relative to some of the concerns raised by the Office of Education. The paper recommends a broad philosophical base upon which Title VII projects could be developed. A generalizable strategy for the development and management of local projects is recommended. Recommendations for bilingual education models and staff development are made. An evaluation plan which includes oral language assessment and discrepancy

analysis within local projects, as well as a general project evaluation design is recommended.

Upon review of this paper by officials in the U.S. Office of Education, the committee will be recalled to elaborate on their recommendations and to consider those concerns that were not included in this paper.

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ABSTRACT

A design for bilingual/bicultural education should begin with the assumption that cultural, racial, and linguistic differences are an integral and positive part of American society. Because bilingual/bicultural education builds upon a positive view of a child's cultural heritage, it is the best means for the realization of the goal of "equal educational opportunity." This philosophy is preferable to one which equates educational opportunity with the anglicizing of children at the expense of their own cultural heritages. Bilingual/bicultural education should give the child the opportunity to experience early academic success in his native language.

School districts which desire federal assistance in bilingual/bicultural programs should be able to demonstrate a commitment to a philosophy of this type of education. Their program should be defined in terms of practical as well as researchable objectives, the long-range goal being the institutionalization of this philosophy of education. Program planners should anticipate variation not only among different ethnic groups, but also within any one group. Particular programs of bilingual/bicultural education, since they are targeted to a given group, should not be assumed to have generality across other ethnic groups. Neither should it be assumed that all members of an ethnic group have a single level of ability; programs must be able to differentiate among different performance levels within ethnic groups.

Program development in bilingual/bicultural education requires that teachers and paraprofessionals be prepared for the challenge of working with specialized programs. Accordingly, the training of bilingual/bicultural personnel not only involves capabilities for dealing with the primary languages of the children, but also having a range of insights regarding the children's cultural backgrounds. Of particular importance is the capability to evaluate children's performances in both their native and target languages. There is also the possibility that many of the traditional methods for teaching basic skills such as in reading and mathematics may require adaptation, given the child's linguistic and cultural background.

A vital component of any bilingual/bicultural program is the capability for self-evaluation. This design proposes that the logic of discrepancy analysis be applied to such programs, so that they can constantly be held accountable not only for the attainment of their stated objectives but also for their schedule for achieving them. No such evaluation can be carried out adequately without the participation of trained evaluators who by membership in the subcultural group will be its most accurate observers.

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A DESIGN FOR BILINGUAL/BICULTURAL EDUCATION

A RATIONALE

Given the multiplicity of ethnic groups and the invalidity of the melting-pot concept, education in this country should reflect the sub-cultural differences inherent in American society. Since it acknowledges cultural differences of children and the fact that a child's learning experiences begin in his home and community, bilingual/bicultural education accepts intrinsically the educational validity of this learning environment and builds upon it. Experience shows that cultural, racial and linguistic differences must not be viewed as negative components to be temporarily tolerated, but must be publicly recognized as an integral, positive part of American society.

Bilingual education provides the vehicle by which the ideal of "equal educational opportunity" can be implemented, while at the same time giving the student a positive view of his cultural-historical heritage. One of the perennial problems of the linguistically and culturally different in this country is that education has been in and for the Anglo culture. The non-English speaker in this country has always been free to "better" himself by becoming educated in this Anglo-American culture, but thereby depreciating or forfeiting his own cultural heritage.

For example, in school the child is placed in a basal reading program where he is expected immediately to begin learning to read in English before acquiring some of the most basic concepts which underlie prerequisite abilities needed for beginning reading and language learning.

No real effort is made to assess the child's linguistic capabilities, his perceptual ability, his physical development, nor his attitude--all areas so vital to early and subsequent success in reading in any language. Traditionally, cultural, ethnic and linguistic differences have been equated with inferiority and second-class citizenship, with the result that children have become anglicized by learning how to be ashamed of their parents and of their cultural-historical heritage.

Implicit in traditional concepts of education is the belief that it is the principal role of the school to prepare linguistically and culturally different children to live by middle class Anglo-American life styles and standards of living. To put it another way, the school's function is the domestication of the culturally different, both the poor and the foreign, and their incorporation into the mainstream of the majority's culture. Also implicit in this concept is the assumption that the school is essentially satisfactory as it now exists, and that it is a valid representation of American culture. Most contemporary authors on this subject would agree with the following definition: "The disadvantaged is anyone who cannot participate in the dominant culture." Another is, "One who is handicapped in the task of growing up to live a competent and satisfying life in American society." A definition from the teacher's viewpoint is "the child who has difficulty achieving in school because of his background." In other words, the "disadvantaged child" or the "deprived child" is one whose home background and experiential base are substantially different from those of the average middle-class Anglo-Saxon child, the strong implication being that these differences are the primary causes of the "disadvantaged" child's lack of success in school.

In the case of the Spanish-speaking child, for example, his so-called "linguistic disadvantage" is essentially the by-product of a colonizer's viewpoint and is partially the result of ignorance about language and its function. The child's problem is not one of "restricted" or "elaborate" languages--as the exponents of TESOL would like us to believe--but rather one of oppression. The real problem facing the Spanish-speaking child, the Indian-American child, and the Asian-American child stems from the degradation and constant distortion of his cultural or historical heritage fostered by exogenous elements to advance their particular interests. It is the systematic brutalization of the child at the hands of the system that hampers his development, not his "linguistic" disadvantage. The bilingual/bicultural education approach to learning is designed to reverse this trend.

Bilingual/bicultural education is not simply the translation of traditional materials into the target language. Nor is it teaching subject matter in a foreign language. It is not simply teaching the first language to an English dominant Spanish-speaking child, for example; and it is not just teaching English as a second language. Bilingual/bicultural education implies the acceptance of a particular frame of reference from which to approach the education of both the linguistically/culturally different children themselves, as well as those who will guide their learning experiences. In this context, bilingual/bicultural education means the acknowledgement of the positive personal and educational aspects of Third World cultures which are different from the dominant Anglo-American cultural heritage. Essentially, bilingual/bicultural education implies the acceptance of the culturally pluralistic nature of American society and the role of cultural plurality as a positive factor in education.

Bilingual/bicultural education encourages the development of educational programs which will enable people to become participating citizens of a culturally pluralistic society, not only by studying a particular culture, but by actually experiencing it. Becoming bicultural thus implies learning to know, feel and act as a native of the particular cultures.

Biculturalism implies the ability to function in two cultures. It encompasses two life styles which can be distinctively analyzed and utilized. Bilingual/bicultural education is the teaching of two ways of life.

The bilingual element in bilingual/bicultural education is essentially teaching the child in his first language while he learns the target language, his first language serving as the medium of instruction until the target language can serve as a coequal linguistic tool and he becomes a bilingual individual.

This type of education includes the whole range of academic subjects in the child's first language. The addition of the bicultural component involves acquainting the child not only with the Anglo-American part of his political identity but with the significance of his socio-cultural legacy as well.

Inherent in the design of bilingual/bicultural education is the necessity of accepting the interrelationship between language, culture and identity; not only relating language to cultural content and cognitive style stemming from culture but also acknowledging the implications for positive self-identity and academic success. The linguistically and culturally oriented child comes to school with a different linguistic, cultural, experiential and conceptual background from that of his English-speaking peers; and it is up to the school to recognize these assets and use them constructively.

An educational program dedicated to the concept of "equal educational opportunity" for all must develop educational programs compatible with the concept of cultural pluralism. These programs must be based on the cultural differences of the various socio-cultural conglomerates. They must take into account existing differences due to the diversity of social structures, or different child-rearing techniques.

A number of studies have explored the relationship between self-concept and external influences, and found that a child's self-concept is related to the feedback he receives from his parents and teachers. In addition, a number of studies have found a significant relationship between student achievement and self concept. It is clear that successful school experiences are most likely to result in a positive self-concept and further academic achievement.

Bilingual/bicultural instruction provides the linguistically and culturally different student with an early opportunity to experience academic success in a familiar language. For the bicultural child who is English dominant, bilingual/bicultural education affords him an opportunity to gain facility in the language of his native culture and gives him an appreciation of his cultural heritage. Therefore, as the student progresses academically and socially, he becomes truly bilingual and bicultural, and able to function effectively in all strata of society.

Bilingual/bicultural education resists the stigmatization of self-image and the assuming of a noxious identity resulting in a loss of culture, autonomy and vitality. Relinquishing cultural integrity and advancing along the path of acculturation does not promote social assimilation or acceptance by American society. Whatever the effort toward acculturation or assimilation,

total acceptance by American society is denied to them because of "obvious" racial, cultural and linguistic differences; and to be "different" in American society means to be ostracized and to be viewed as unacceptable because "you" don't fit the Anglo-American stereotype.

Bilingual/bicultural education offers an alternative to the concept of the melting-pot by helping children overcome their self-depreciation and alienation and encouraging students to have a positive cultural and personal self-image. Thus, they and society can view their cultural differences as dynamic contributions to American society.

Given the reality of the culturally pluralistic nature of American society and its reflection in the American school population, bilingual/bicultural education must be an integral, permanent part of American education from early childhood through the university.

Bilingual/bicultural education is neither a reform program nor a compensatory one. Every child in this country will benefit by it. It is not to be viewed as a program for those with low incomes; it is not a poverty program; it is a program for all.

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STRATEGIES

The Plan

If efforts to bring about widespread bilingual/bicultural education are to be effective, a well-organized strategy to accelerate its institutionalization in the American school system must be worked out. Broad and representative coalitions of educational institutions and communities in conjunction with governmental and private agencies can do much to establish a broad-based procedure for desirable change. Once the idea of the need for change has been established, specific plans for new teaching designs and curricula, together with retraining and training of staff, can be effectively drawn up and disseminated throughout the system.

This broad-based treatment does not seek to dispute a basic philosophy of this country, namely that education is a function of the state. But it does emphasize another basic fact: quality education is a national concern, for the failings of individual school systems' attempts to educate minority group children as illustrated previously has led not only to a loss of national resources, but to an enormous country-wide burden in welfare, medicine, penal institutions, and unemployment compensation.

The responsibility of the state and the concern of the federal government must be coupled in the educational, moral, and fiscal support of bilingual education. A lack of commitment by the state education agency begs the question of federal fiscal support. Federal support for one year, for two years, or for five years is really of questionable efficacy if at the end of a definite period, state and/or local authorities will not provide

the necessary support. Therefore a federal commitment of funds for bilingual education must be preceded by a state commitment with a plan for present and future allocation of the necessary resources.

A suggested global plan might be formulated as follows:

School districts, with the concurrence of the state department of education, develop procedures for systematic planning, developing, operating and evaluating a bilingual/bicultural program and a plan for adopting bilingual/bicultural education as a part of the regular school program. They then prepare and submit a proposal to the U. S. Office of Education to institute bilingual/bicultural education. The proposal, when approved, becomes the contractual agreement between the Office of Education and the school district. The design for systematic management provides both the school district and the Office of Education with the instrument and data for project assessment and fiscal accountability.

The school district with community representation and state department of education endorsement develops bilingual/bicultural education goals and institutional change objectives which they hope to achieve and institutionalize over a six-year period with the assistance of bilingual education funds. The school district will prepare an outline for a two-year period as well as a systematic management plan detailing the first year's operation.

The plan will include:

- Specific measurable educational and institutional objectives for bilingual/bicultural education;
- Strategies for achieving stated objectives explicitly described with a time line for implementing each step toward the objectives;

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- Plans for periodic discrepancy analysis both in programmatic operations and in fiscal accountability.
- Procedures for reassessment of needs, objectives and designs for alternative approaches if needed.

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OBJECTIVES AND SYSTEMATIC PLAN

In planning a bilingual/bicultural education project, school districts must carefully assess local needs, resources and community concerns. After a planning and development period of five to six years, the districts should then identify both those objectives which a bilingual education project can help to accomplish as well as the process by which these objectives will be accomplished. The districts should work closely with their state education agencies in developing long-range objectives.

The objectives should:

- Be consistent with the philosophy of bilingual/bicultural education as outlined in Part I;
- Be consistent with local institutional goals and have the support and commitment of key decision makers;
- Provide the basis for a systematic management scheme developed to assist local administrators in the achievement of objectives;
- Serve as the basis for local project evaluation and external evaluation of project components;
- Specify plans for adopting bilingual/bicultural education in the regular program and supporting it with local and state funds.

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Program Continuity

Bilingual education funds would be provided to help local school districts develop and assess bilingual/bicultural education programs and to adopt bilingual/bicultural education into their regular school programs. Funds would be provided over a period of five to ten years to implement a systematic plan of bilingual/bicultural education throughout the entire school curriculum.

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PLANNED VARIATION

Experience in bilingual/bicultural education to date indicates that certain important issues should be objectively tested for validity through demonstration models. Information of this type can be relevant to all cultural and linguistic groups. For example, what is the optimum age or condition for the addition of new language elements? Does a child learn better in an environment where the native and target languages are heard and used alternately, or where they are each emphasized separately during different times of the day?

Planned variation is viewed as a vehicle to develop methodologies, techniques and instructional materials for bilingual/bicultural education. There is need for research in cognitive styles based on culture, learning styles, and on audiolingual perception stemming from linguistic heritage. Methodologies, bilingual instructional materials, and staff training techniques can then be developed, and criteria for validating these can be established. Information concerning successes and failures could then be disseminated to local projects.

Special emphasis programs would produce relevant information relative to those ethnic groups about whom little information is available. These programs would develop materials, techniques, testing methods, and staff training strategies for specific ethnic groups in this country. For example, the Asian and the American-Indian languages and cultures are very different in nature from Spanish or French languages and culture.

Planned variation means the recognition of intraethnic in addition to interethnic differences--linguistically and culturally. Such variations can be exemplified by the large Spanish surnamed population with its major subgroups. While there is little doubt concerning certain shared cultural and linguistic characteristics in the subgroups, variations and differences sufficiently divide the sub-elements so that language and cultural materials for one group are not applicable to others.

With this as a given, planned variation, models should be carefully designed and implemented to develop materials and strategies suitable to the variations alluded to. Models developed in Head Start should be examined for the purpose of determining whether and under what conditions certain elements showed positive gains. Furthermore, these elements should be examined for relevance to Title VII variations.

However, funding of planned variation should not occur at the expense of existing or new programs. As already emphasized, bilingual/bicultural education will require longer federal support--on a phasing out basis. Title I funds should be used to help in the implementation of bilingual/bicultural education programs. A systematic plan should be developed which will assure that school districts will adopt bilingual/bicultural education, linking other federal, state and local funds to achieve this purpose.

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IMPLICATIONS FOR STAFF DEVELOPMENT

Teachers and paraprofessionals placed in a bilingual/bicultural classroom should know the philosophy of bilingual education, and they should know how to implement relevant methodologies and techniques. They must have a solid knowledge of the subject matter to be taught. But most important, they must be sensitive to the cultural, linguistic and historical heritage of the children being taught. School districts and universities must be held accountable for preparing teachers and paraprofessionals with input from the community by initiating concentrated programs concerning the philosophy, methodologies and techniques of bilingual/bicultural education. School districts and universities must be encouraged to re-train and train teachers and paraprofessionals to guide effectively the learning experiences of bilingual/bicultural children.

Specific elements that should be encompassed in the preparation of teachers and paraprofessionals to function effectively in bilingual/bicultural learning environments include two main components. The first should include information about cultural-historical heritage as well as an analysis of the dynamics of these phenomena. Emphasis should be placed on factors such as socialization patterns, traditional attitudes, values, interpersonal relationships, historical experience, cross-cultural conflicts, and their effects upon the educational experiences, identity and self-image of bilingual/bicultural students. In addition, teachers

and paraprofessionals should understand the interrelationship between language, culture and identity, and their implications for the educational experiences of bilingual/bicultural students.

The second component should emphasize the development of methodologies and techniques for the teaching of reading, language arts, social studies, science and mathematics to bilingual/bicultural students, both in their primary language and in their secondary language. Joined with these efforts there must be research into the interrelationship between culture content and cognitive style, as well as the relationship between linguistic orientation and audio-lingual perception. Based on what is evaluated to be educationally valid, bilingual/bicultural instructional materials must be developed, field tested and validated.

Bilingual education should provide for the formation of teachers and paraprofessionals, both trainees and in-service personnel, in order to prepare them to function effectively in the bilingual/bicultural classroom. Funds should be earmarked for research, development, evaluation and dissemination of instructional materials which have been produced by local projects, including efforts to involve parents actively in all phases of local programs.

EVALUATION

Oral Language Assessment

The need to establish linguistic baselines, that is, levels of linguistic effectiveness, is recognized by both teachers in the field and by university professors. Language assessment is an effective means of determining relevant instruction for children. Meaningful evaluation of children's language is necessary in order to assign them to instruction designed to meet their linguistic needs. This evaluation should also be effected through procedures which involve actual samples of speech, thus providing a basis for assessing language dominance, for developing a general index of language proficiency level, and for quantifying a number of performance aspects of the child's language.

Through oral language assessment procedures prior to second-language instruction and at periodic intervals during instruction, an oral language profile can be made for each child. This profile will then show where he is in relation to the objective established in language proficiency.

Discrepancy Evaluation

At regular intervals, all parties to the development of a bilingual/bicultural education plan must examine their achievements with respect to their objectives projected in their plan. They will note discrepancies and determine an appropriate course of action, choosing either to modify the plan or to adopt a course of action which will bring performance into

congruence with the original plan. If they elect to change the plan, they must submit a formal amendment to Washington, since the project contract was awarded subsequent to an agreement to proceed according to the plan.

Research and Program Evaluation

Overall considerations in the evaluation of bilingual/bicultural education programs must include process, input and output variables. Process refers to the on-going dynamics of instruction, the acquisition and development of materials, staff development and community involvement in the program. Input refers to the status of children at the beginning of the program. Output variables include measurements of the cognitive, affective and behavioral effects of bilingual/bicultural education on children.

In addition to these overall considerations of the scope of evaluation of bilingual/bicultural education programs, care must be taken that special consideration be given to the unique factors of evaluating each program. Measurement instruments must be carefully selected--and specifically designed--to avoid cultural and linguistic biases. In the case where bilingual/bicultural education programs are compared directly with conventional education programs, experimental designs must be such that contextual differences between the comparison groups will be matched or otherwise controlled. Furthermore, experimental designs, as well as test instruments, should be carefully examined to assure that linguistic and/or cultural biases are eliminated, controlled or accounted for.

An essential consideration in the success and validity of evaluation of bilingual/bicultural programs is the question of who carries out the evaluation. Members of the target language cultural group must be included in the planning, direction, and implementation of evaluations of bilingual education programs. Furthermore, members of these cultural groups should include both professional and staff-level personnel.